



Why does migration matter?

Introduction to Migration

Guidance booklet #1



Migration Yorkshire
supporting local migration services



Integration up North
Training and Development in the North of England



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Who is this guidance for?

Why does migration matter? is part of the *Introduction to Migration* series from the Integration up North project. The series provides a basic guide to migration for people working in public sector organisations: local authorities (including health services), police, fire and rescue services, probation services, Jobcentre Plus, Trades Unions and others. It should also be useful for those working in the voluntary and community sector.

The guidance aims to improve the knowledge and understanding of migration among service providers, so that they can shape their service to support the integration of new arrivals to the benefit of both the newly-arrived migrants and the wider local community. Throughout the guidance there are examples from practice across the northern region, and experiences of new arrivals in these areas. While the focus is migration to the north of England, it should be useable in other areas.

This is intended to be an easy-to-use reference document. It does not provide legal advice or a detailed guide to immigration law and policy. In such a fast-changing context, information can quickly become out of date. All information should be checked with an expert or the Home Office if in doubt. We have highlighted other sources of information and guidance where it exists, for further reading and future reference.

About the contributors

Why does migration matter? was written by Pip Tyler, with updates in June 2015 made by Rosa Mas Giralt.

The *Introduction to Migration* series was edited by Pip Tyler, with most Integration up North (IUN) case studies written by Nahida Khan. The project and guidance documents would not have been possible without contributions and advice from our migrant volunteers, migration champions in our partner organisations, and our training delegates who commented on the materials.

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Introduction: *Why does migration matter?*

Key message 1: Changes in the local community and public sector duties mean that migration is relevant to all statutory services. Migrants should be included along with other local residents as the intended recipients of mainstream services.

There are two key reasons why migration should matter to public services.

1. Communities and places are always changing.

Think of all the things in the last year that have changed in your local area: births and deaths, people moving house, the economy, the job market, climate, crime, house building, regeneration activity, road building, transport routes and many others. Public services routinely plan for and respond to this evolution of localities in order to meet the needs of their residents. Migration - people arriving *and* leaving – is simply another element of population change in a local area. Service planning and delivery must include migration and new arrivals when planning for and responding to change.

Migration is relevant to *all* public services since migrants form part of the local community and access the same services as anyone else. As members of the local community, migrants should be included along with all other local residents as the intended recipients of all mainstream services. Migrants should feature as a part of the resident population in service planning, strategies and needs assessments.

Reductions in resources have meant loss of expertise from specialist teams (such as new arrivals teams and asylum teams) which are not necessarily being replaced, so skilling up staff on basic information and understanding of migration is increasingly important. This is the aim of the Integration up North project: to provide basic information about migration to public services so they can shape their service to support integration to the benefit of both the newly-arrived migrants and the wider local community.

Migration is not new, but public service staff can feel that they encounter difficulties when working with migrant service users. The Integration up North *public services survey* across the north of England in 2012 showed a range of knowledge about migration and some staff do feel confident about engaging with migrant service users effectively. However, nearly half faced difficulties and there is a clear demand for more training and guidance. While some difficulties relate to organisational issues such as working across services and service capacity, others echo barriers identified by migrant service users, particularly around knowledge of migrant communities and their entitlements, language, interpretation, cultural differences, trust and engaging specific groups like women.

2. Public services have particular duties that apply to all residents in their area, including migrants.

Public services must specifically consider the needs of particular groups defined under Equalities legislation. Some - but not all - migrants in your area may be particularly vulnerable to discrimination when accessing public services, and need particular consideration in this context. Public services have other duties of care towards people who are vulnerable; certain migrants may require particular support such as separated children, victims of trafficking and exploitation.

If migration is a normal feature of our society and if migration matters, why can it be difficult for public services to address this issue? There are many reasons, including:

- There has not been a clear place where migration ‘fits’ within existing departments in public services, so leadership and strategic planning is often less well developed
- Many staff have little understanding of migration so do not know they need to consider it in their work. Many rely on the expertise of a particular individual or team
- Migration is a political hot potato. It may be avoided for fear of causing local tensions about service priorities or being reported negatively in the local media
- Migration affects some places more than others, either in terms of the volume of new arrivals or migrant groups that require particular support
- Many migrants do not appear to have additional needs compared to the rest of the resident population, or have integrated so successfully with support from their friends and family that they are not brought to the attention of public services
- It is difficult to get an accurate picture of the migrant communities in the area: migrants are not defined or measured consistently, there is no specific ‘migration’ dataset and proxy data sources cannot be provided in ‘real time’.

These issues are commonly experienced by lots of services, but are not insurmountable. This guidance is one source of support designed to tackle some of these barriers by providing accessible information about migration for staff working in public services. It also highlights where to start looking for guidance on specific issues.

This guidance booklet opens the *Introduction to Migration* series. It is structured as follows:

- explains the relevance of migration to public services and the duties of public services towards migrants – the Equality Duty in particular
- defines key migration terms for clarity in communicating about migration
- outlines resources to support local leaders in planning and promoting successful integration of migrants into the area.

Why does migration matter? is succeeded by a series of guidance booklets that tackle more specific questions (immigration status, rights and entitlements, statistics, making services accessible), particular services (housing, health, work, community safety) and more vulnerable migrant groups (women, victims of trafficking and abuse, youth, older migrants and those with disabilities) that are relevant to different services.

Their variety reflects the complexity of migration issues faced by services and the particular issues where public services have expressed a need for more information.



Key statutory duties

Public Sector Equality Duty (PSED)

Key message 2: The Public Sector Equality Duty means that public services have a legal duty towards migrants. Public services must not commit direct or indirect discrimination against migrants; this could be treated as racial discrimination. Other key duties such as safeguarding also apply to migrants.

Does your organisation consider migrants in its day-to-day work? Public services have obligations to migrants in exactly the same way as they have towards UK citizens, since they are responsible for all residents in their area. All services should be delivering to locally-residing migrants and UK nationals alike, and should include migrants in their service plans and engagement strategies.

The main way public services are required to consider and include migrants is outlined in primary legislation. The Public Sector Equality Duty (PSED) was created by the Equality Act 2010. It is summarised in *Figure i*.

Figure i: The Public Sector Equality Duty

'A public authority must, in the exercise of its functions, have due regard¹ to the need to -

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.'*

Source: Equality Act (2010)²

The equality duty came into force in April 2011 and replaced the race, disability and gender equality duties. It specifically covers age, disability, gender, gender reassignment, pregnancy and maternity, race, religion or belief and sexual orientation – these are known as 'protected characteristics'. Any discriminatory treatment against migrants is likely to be treated as racial discrimination, since the definition of 'race' includes nationality and ethnicity.

Public services should actively examine current and proposed policies and practices to ensure that they are not discriminatory towards migrants, and respond to new evidence that suggests discrimination is happening. Policies involving direct service provision are likely to require greater scrutiny. An example of service changes following an Equality Impact Assessment are shown in *Figure ii*.

¹ 'Due regard' means thinking about the three aims as part of the process of decision-making.

² Equality Act 2010, c.15 Part 11, Para 149(1) www.gov.uk/equality-act-2010-guidance

Figure ii: Case study of public sector planning for migrants

'An equality impact assessment of Fenland District Council's information and communication services has resulted in key changes. The review identified a range of needs for accessible information, not only with regard to community languages – as well as Braille or Moon (a symbol-assisted language used by some visually impaired people) – but also the need to meet the needs of people with low literacy among the local population as a whole.

Actions stemming from the review included the provision of service information on CD or audio tape. This made a big difference with increased take up of, and satisfaction with, services.

Comprehensive equality monitoring in relation to service take-up, introduced at the same time, has ensured that information is gathered by geographic area and equality group. This information is used to identify gaps in service and inform service development and change. For example, consultation with users of parks and open spaces has led to the provision of basketball and netball courts. This was a specific request by members of migrant communities from Eastern Europe. Seeing games being played in the parks led to an interest in, and take-up of, these sports by other local people. This has made a significant contribution to social cohesion in the area.'

Source: Equality and Human Rights Commission (2014)³

While direct discrimination is fairly obvious, indirect discrimination can be more difficult to identify. Indirect discrimination happens where the adverse impact of a requirement, condition or practice is disproportionately felt by one particular group. Indirect discrimination can affect migrants if they are prevented from accessing some services that provide access to others. For example, services with differential fees may hinder access (including fees that are related to benefits to which some migrants are not entitled).

All public services should have expertise they can draw on regarding implementing the Equality Duty. A review of the Public Sector Equality Duty⁴ to see whether it has been operating as intended, reported that the PSED has been primarily 'championed' by Equality and Diversity practitioners, but also found broad support for the principles behind the duty. A full evaluation of the PSED is due in 2016 when the duty will have been in force for five years.

³ Equality and Human Rights Commission (2014) *Equality impact assessment results in an inclusive information and communication policy, and supports social cohesion*. Equality Impact Assessments Case study 2
www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/case-studies/case-studies-equality-impact-assessments

⁴ *Review of the Public Sector Equality Duty: Report of the Independent Steering Group* (2013)
www.gov.uk/government/publications/the-independent-steering-groups-report-of-the-public-sector-equality-duty-psed-review-and-government-response

Protection from harm

Key duties such as safeguarding also apply directly to migrants, most clearly for two groups.

- **Children**

Migrant children are protected under the Children Act 1989 and the Home Office has a specific safeguarding duty towards migrant children. Unaccompanied asylum-seeking children are the responsibility of the local authority where they first present. Following the introduction of the Modern Slavery Strategy (2014)⁵ the Department for Education⁶ issued statutory guidance for local authorities on care planning for unaccompanied asylum seeking and trafficked children. Social service departments should be the first port of call for information on latest legislation and practice in this area.

- **Victims of trafficking**

The Modern Slavery Act⁷ 2015 introduced a new legal duty on specified public authorities (including local authorities) to report potential victims of trafficking. They have to notify the National Crime Agency where they suspect a person may be a victim of human trafficking, but the information must not identify the individual unless they consent. This duty is in addition to the existing National Referral Mechanism (NRM) for children and consenting adults to have their cases assessed. Staff in public services should be aware that service users could be victims of trafficking, and should know the signs or indicators of this.⁸

⁵ Home Office (2014) Modern slavery strategy www.gov.uk/government/publications/modern-slavery-strategy

⁶ Department of Education (2014) *Care of unaccompanied and trafficked children: Statutory guidance for local authorities on the care of unaccompanied asylum seeking and trafficked children*. www.gov.uk/government/publications/care-of-unaccompanied-and-trafficked-children

⁷ Home Office (2015) *Modern Slavery Act 2015*. www.gov.uk/government/collections/modern-slavery-bill

⁸ For more details, see Integration up North (2015) *Trafficking for labour exploitation*, Guidance booklet #9 www.migrationyorkshire.org.uk/introductiontomigration-iun

Migrant definitions and terms

The risks of using terms incorrectly

Key message 3: The various terms used to describe migrants must be used accurately. Some uses are misleading and can have a range of unwanted impacts.

To comply with the equality duty and respond to changing communities, it is important to use appropriate terms and understand the differences between categories used to describe migrants. People can easily use the wrong term to describe a particular migrant group. For example, you should not hear the phrase ‘Polish asylum seeker’ since you can only claim asylum in the UK if you are from a country outside the European Economic Area.

The politically sensitive nature of migration in public discourse means that using inaccurate terms can have a host of unwanted impacts, such as:

- misleading the public or inflaming local tensions
- discouraging migrants from seeking appropriate support services at the right time
- hindering or preventing migrants from integrating into UK society.

When talking about migrants in a general way, phrases that are more inclusive and seem less value-laden include ‘new arrivals,’ ‘new migrants’ or ‘newcomers’.

Defining ‘a migrant’

Key message 4: The standard way of defining a migrant is based on the length of their stay in a different country. Someone who moves for over a year is considered to be a ‘long term international migrant’. Migrants are as diverse as the rest of the population and services may need to be more specific in describing migrant residents and service users.

In many cases it is important to be more precise about what we mean by ‘migrant’ and which migrants are relevant to our service area. This might be when we are planning services, anticipating needs, or interacting with service users or the local community.

There is no consensus on a single definition of a migrant. Definitions vary among datasets and change according to the legislative framework. The standard way of defining a migrant is someone who changes their country of residence for at least 12 months (see *Figure iii*). This is used by the UN, and by the Office for National Statistics to calculate net migration.

Figure iii: A standard definition of ‘migrant’

A long-term international migrant: “A person who moves to a country other than that of his or her usual residence for a period of at least a year (12 months), so that the country of destination effectively becomes his or her new country of usual residence.”

Source: Office for National Statistics (2015)⁹

⁹ Office for National Statistics (2015) *Definitions and terms*, in *Long-Term International Migration Estimates: Frequently Asked Questions and Background Notes*, p18 www.ons.gov.uk/ons/guide-method/method-quality/specific/population-and-migration/international-migration-methodology/index.html

There are clearly limits to the application of this definition. It excludes some migrants that we might be interested in, such as short term migrants who are here for less than a year. It does not take account of the reality that personal plans change and a short-term migrant (staying less than a year) may not stay for the length of time they originally intended.

Another way to refine the definition is to consider when does somebody stop being a migrant? Possible answers include:

- Once you have entered the country - because immigration datasets record the moment that a person arrives in the country and do not count them again.
- When a migrant receives permanent residence status (indefinite leave to remain) from the Home Office
- When a migrant becomes a British citizen.
- Some may say someone not born in the UK will always be a migrant here, as implied by the use of statistics on non-UK born residents in the Census for example, many of whom will now be British citizens. This raises important questions about integration.

Why is it so difficult to agree on a definition? There are many reasons, involving scale, complexity and pace of change. Migration happens on a large scale: there are over 100 million passenger arrivals to the UK every year from across the world¹¹ over half of which are returning British citizens, others stay for only a short time in transit or as tourists, while smaller numbers settle here in the longer-term and others move back and forth between different places. Which of these are migrants? A further complication is that migration happens on a daily basis, and therefore the picture of migration in your area will also be changing constantly. A thorough discussion of the various definitions of migrant can be read elsewhere.¹²

'Why are British citizens still counted as migrants if they have lived here for more than 30 years? When will they stop being migrants and become "us"?'¹⁰

Key message 5: Services may find it more practical to focus on recent arrivals rather than all migrants.

Rather than trying to resolve the intractable question of defining a migrant, it may be more practical for a service to focus on new migrants or recent arrivals. This might include just those who have come to live in the area in the past year, five years or ten years. Generally it will be in these early stages that a newcomer will have the most pressing additional needs around accessing service information, language needs, transitioning to a new culture and settling into the local area. This can allow services to respond to their needs and plan for community change.

¹⁰ Migrant and Refugee Communities Forum (2012) The Making of New Citizens, p6 <http://migrantforum.org.uk/operation-integration>

¹¹ Home Office (2014) *Immigration statistics, January to March 2015: 7 Admissions: 7.4 Data Tables: Admissions tables ad 01 to ad 04, Table ad.01* www.gov.uk/government/publications/immigration-statistics-january-to-march-2015/immigration-statistics-january-to-march-2015

¹² B Anderson & S Blinder (2012) *Who counts as a migrant? Definitions and their consequences*. Migration Observatory: Oxford. <http://migrationobservatory.ox.ac.uk/briefings/who-counts-migrant-definitions-and-their-consequences>

Key migrant terms

Key message 6: There are important differences between five migrant groups: EEA nationals, third country nationals, asylum seekers, refugees and undocumented migrants.

To plan services in detail and deliver services, we may need to be more precise; services can be less efficient if they are not clear about who their service users are. Some key terms that are important to understand are explained in *Figure iv*.

Figure iv: Key migrant terms

- **EEA national** - a person from a member state of the European Economic Area (EEA). This includes all countries in the EU (including 'Accession' countries who joined from central and eastern Europe in 2004, Bulgaria and Romania in 2007 and Croatia in 2013) plus Iceland, Liechtenstein and Norway. Switzerland is often included in policies applying to EEA members.
- **Third country national (non-EEA national)** - a migrant from outside the EEA. A person who is neither from the EEA country in which (s)he is currently living or staying, nor from any other EEA Member State comes from a 'third' country.
- **Asylum seeker** - a person who has applied for protection from persecution under the UN Convention¹³ and is awaiting a decision from the Home Office on this application. 'Asylum seeker' is sometimes used as a term of abuse. It is very important to understand the correct meaning and remember that it is a legal right to claim asylum in the UK. EEA nationals cannot claim asylum since they have the right to free movement across the EEA.
- **Refugee** - a person given permission to stay in the UK as a result of a process which began with a claim and/or assessment for protection under the UN Convention. This includes people receiving the following statuses: Refugee Status, Humanitarian Protection, Discretionary Leave, Exceptional Leave to Remain (no longer in use) and can include people with Indefinite Leave to Remain.¹⁴ Refugee status means that the individual suffered (or feared) persecution on account of their race, religion, nationality, political opinion, or social group.
- **Undocumented migrant** - a person without permission from the Home Office to be in the UK. There are several ways that a person can become undocumented, including: if their leave to remain in the UK has expired or they have broken conditions of that leave (such as working without permission), if they have been refused asylum and exhausted their appeal rights, or if they entered the UK without permission from the Home Office. Note that some migrants *do* have identity documents – just not the ones they need to be allowed to stay. Other similar terms include 'irregular', 'clandestine' or 'illegal migrant' although these are sometimes challenged on the grounds that these adjectives describe behaviour rather than the person themselves, or simply because of the implicit negative associations.

Definitions of more migrant terms can be found in our easy-to-use guide '*Who are migrants?*'¹⁵

¹³ United Nations (1951) *Convention Relating to the Status of Refugees* and (1967) *Protocol Relating to the Status of Refugees* www.unhcr.org/pages/49da0e466.html

¹⁴ For further detail of various possible statuses and subcategories of refugees, see D Brown (2008) *Status and Category Matter: refugee types, entitlements and integration support* www.migrationyorkshire.org.uk/publications

¹⁵ Migration Yorkshire (2012) *Who are migrants?* www.migrationyorkshire.org.uk/whoareimmigrants

Focusing on third country nationals

Key message 7: Public services need to specifically consider third country nationals due to their numbers, potential vulnerabilities caused by isolation and dependency, and their contribution to the community.

This guidance booklet uses a broad interpretation of ‘migrant’ to include as much information as possible that might be relevant to public services. Where possible we have focused on third country nationals who have arrived in the north of England within the last ten years (IUN migrant case studies, for example, exclusively feature third country nationals). Third country nationals are quite a neglected group in service planning, mainly because they tend to be less visible to public services; there has been a much greater focus on asylum seekers, refugees and EU Accession migrants across the public sector and the general public since 2000.

Why should public services specifically consider third country nationals? Some reasons are suggested in *Figure v*.

Figure v: Why public services need to consider third country nationals

Volume Services need to consider <i>all</i> new arrivals, so this includes third country nationals. Third country nationals form a significant proportion of migrants in local areas (there are nearly three times as many residents in Yorkshire and Humber who were born in a third country than born in the EU at the 2011 Census, for example). They may be more ‘hidden’ due to geographic scattering across the area or absorption into existing minority areas.	Isolation Newly-arrived third country nationals can be more isolated than settled minority communities; important social networks are not transferred from the country of origin and individuals may have lower levels of English than those who have lived in the area for a long time
Protection Safeguarding duties of course apply to third country nationals. They can be particularly vulnerable, compared with EEA nationals, to dependency on a spouse, to domestic violence and exploitation as they face greater restrictions on their entry and stay in the UK.	Contribution The local economy can be buoyed by third country nationals if they are well integrated; third country nationals are often well-educated and skilled (since they often enter as ‘skilled’ migrants or students) and can help fill local skills shortages or build new businesses.

Leadership on migration

Key message 8: The government position is that integration is a local responsibility.

The national level: strategy and policy

Leadership is a crucial element of responding to tensions and promoting strong communities. At a national level the integration strategy, *Creating the conditions for integration*,¹⁶ is clear that integration of local communities is a local responsibility. The integration strategy does not specifically focus on migration.¹⁷ Instead it has a broader conception of the integration of communities that includes everyone. However, scattered elements of the strategy do specifically mention migration, as outlined in *Figure vi*.

Figure vi: Extracts about migration from the national integration strategy

<p>Poorly managed immigration can make it more difficult for local integration (p8)</p> <p>Government is 'committed to improving the recording of hate crime' (p17)</p> <p>'Because of the way houses become available and the tendency for new migrants to live close to each other, some people live only with others from the same ethnic background.' (p22)</p>	<p>'Reforms to immigration and settlement rules will strengthen the requirements on those who want to settle. ... [They] are required to demonstrate an appropriate level of English, and those wishing to remain permanently or seek British citizenship are required to demonstrate their knowledge of language and life within the UK' (p11)</p> <p>'Newer migrant communities face some specific challenges and different experiences. Speaking English is essential ... and poor English is a barrier to education and work, and to being active in our society.' (p22) ... 'Government has identified a need to support those who have little or no English, a high proportion of whom are women with children living in areas already facing significant integration challenges' (p14)</p>
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The Department for Communities and Local Government promotes various projects to support the government's approach which has included projects around extremism and hate crime, and community-based English language learning particularly aimed at isolated third country women with locations in Manchester and 'towns along the M62'.¹⁸

Changes in migration policy under the coalition government 2010-15 were characterised by increased restrictions (in terms of entry routes for third country migrants and access to services and benefits for EEA nationals) which impacted on the UK's international standing. For example, the UK lost its position on the top ten countries for migrant integration, dropping 6 places to 15th position (out of 38) since 2011 in the Migrant Integration Policy Index (MIPEX). In particular the analysis criticises policies on family reunion.¹⁹

¹⁶ Communities and Local Government (2012) *Creating the conditions for integration*.

www.gov.uk/government/publications/creating-the-conditions-for-a-more-integrated-society

¹⁷ Note also that despite strong EU encouragement, the UK has not developed a separate National Roma Integration Strategy unlike other EU member states. Instead, existing collective approaches to Gypsy, Traveller and Roma groups are meant to incorporate the integration of migrant Roma.

¹⁸ See: CLG (2015) *Community Integration* www.gov.uk/government/policies/community-integration and Communities and Local Government (2015) *2010 to 2015 government policy: community integration*

www.gov.uk/government/publications/2010-to-2015-government-policy-community-integration/2010-to-2015-government-policy-community-integration

¹⁹ Migrant Integration Policy Index (2015) *Key findings: United Kingdom 2014* www.mipex.eu/united-kingdom

The local level

Key message 9: Senior public service representatives have an important role in influencing the local reception to new arrivals and the degree of successful integration within communities.

More locally, leaders and local councillors, MPs, Chief Executives and senior officers have an important role in determining the local reception to new arrivals and the degree of successful integration within communities, although they may prefer the language of ‘community cohesion’ or ‘equality’ to ‘integration’.

Relevant resources aimed at local government include the following:

1. **UK Migration: The leadership role of housing providers.**²⁰ While the thematic focus is housing, much of the report applies to leadership on migration issues more broadly. It provides case study examples from Greater Manchester.
2. **Lessons for Local Leadership on Immigrant Integration**²¹ showcases examples about the work local governments are doing to welcome and integrate immigrants. It also considers the links they have with local community organisations to facilitate integration. It makes a series of recommendations to local government.
3. Similarly, the **Attitudes to Migrants, Communication and Local Leadership (AMICALL) UK Research report**²² provides an overview of local authority strategic and practice approaches to migrant integration and promoting positive attitudes towards migrants. It features an example of cross-authority and cross-sector working in the form of the Humber Improvement Partnership as a response to low-level community tensions.
4. **Integrating Cities** is an initiative to promote integration across European cities. Manchester, for example, has adopted the *Integrating Cities Charter* (see *Figure vii*).

‘Leadership has to be more than simply reacting to events... effective leadership means having the skills, knowledge and drive to put forward a balanced and coherent message about migration, which shows how to gain its benefits as well as handle its costs, and not only responds to local concerns but positively promotes good community relations.’²⁰

²⁰ JRF (2011) *UK Migration: The leadership role of housing providers*. www.jrf.org.uk/publications/uk-migration-leadership-role-housing-providers

²¹ The Maytree Foundation / Cities of Migration (2013) *Practice to Policy: Lessons for Local Leadership on Immigrant Integration* http://citiesofmigration.ca/ezine_stories/practice-to-policy/

²² COMPAS (2012) *Country research report – United Kingdom*. Attitudes to Migrants, Communication and Local Leadership (AMICALL) Research reports. www.compas.ox.ac.uk/research/urbanchange/attitudes-to-migrants-communication-and-local-leadership-amicall/

*Integrating Cities Toolkits*²⁴ were developed for integration work in cities across Europe. They provide a strategic approach to development of good policies and their expression across all local services. They cover: anti-discrimination policies; promoting cultural diversity; introductory and language courses. The *anti-discrimination policies* toolkit provides a way of assessing a city's performance across 11 areas of practice and highlights examples of practice from across the EU.

A further briefing outlines the kind of information that local authorities can publish during times of elections on controversial subjects;²⁵ this may be relevant in giving factual information about migration within local communities.

At a practical level, initiatives such as mentoring migrants in public authorities not only lead to a range of benefits, but provide public leadership examples of inclusion.²⁶

Figure vii: Eurocities Integrating Cities Charter

As policy-makers we will:

- *Actively communicate our commitment to equal opportunities for everyone living in the city;*
- *Ensure equal access and non-discrimination across all our policies;*
- *Facilitate engagement from migrant communities in our policy-making processes and remove barriers to participation.*

As service providers we will:

- *Support equal access for migrants to services to which they are entitled, particularly access to language learning, housing, employment, health, social care and education;*
- *Ensure that migrants' needs are understood and met by service providers.*

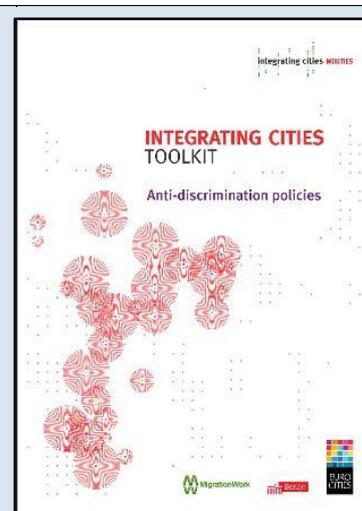
As employers we will:

- *Take steps where required to reflect our city's diversity in the composition of our workforce across all staffing levels;*
- *Ensure that all staff, including staff with a migrant background, experience fair and equal treatment by their managers and colleagues;*
- *Ensure that staff understand and respect diversity and equality issues.*

As buyers of goods and services we will:

- *Apply principles of equality and diversity in procurement and tendering;*
- *Promote principles of equality and diversity amongst our contractors;*
- *Promote the development of a diverse supplier-base.*

Source: reproduced from Eurocities (2010)²³



²³ Eurocities (2010) *Integrating Cities Charter* www.integratingcities.eu/integrating-cities/integrating_cities_charter/commitments

²⁴ Eurocities, MigrationWork and City of Berlin (2012) *Integrating Cities Toolkits* www.integratingcities.eu/integrating-cities/resources/MIXITIES%20Toolkits

²⁵ Local Government Information Unit (2006) *Countering Myths and Misinformation during election periods* <http://resources.cohesioninstitute.org.uk/Publications/Documents/Document/Default.aspx?recordId=78>

²⁶ See for example, Roma MATRIX (2015) *Roma Mentoring in Public Authorities*. Good Practice Guide No.8. <https://romamatrix.eu/roma-mentoring-public-authorities-roma-matrix-good-practice-guide-8>

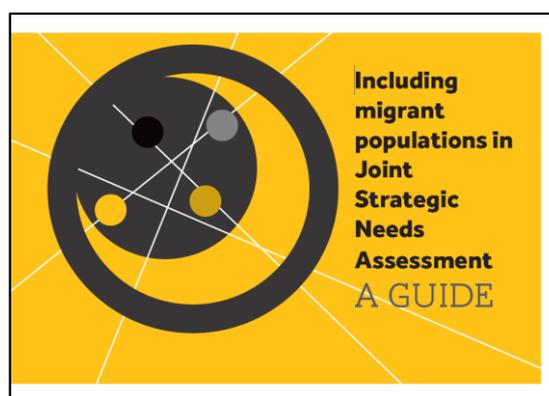
Strategic planning for migration

Key message 10: There is a range of ways in which public services can include migrants in their existing planning processes.

Since migration changes so rapidly, statutory services can easily be unaware of new arrivals, and importantly, those who are particularly vulnerable or may be subject to discrimination in service access. Statutory services should anticipate this by investigating local migration patterns and include migrants in their needs assessments and scoping exercises. The information you collect will also help to answer enquiries you may receive about local migration from elected members, members of the public, colleagues/officers, researchers and students, local media and other Freedom of Information (FOI) requests.

There is a range of ways in which a local authority or statutory service can include migrants in statutory service planning processes, including:

- Childcare Sufficiency Assessment
- Children and Young Peoples Plan
- Counter Terrorism Local Profile (Police)
- Domestic Violence and Abuse Strategy
- Equality Impact Assessment
- Joint Strategic Needs Assessment (health and social care)²⁷ (*right*)
- Local and Departmental Plans
- Local Safeguarding Children Board Plan
- Sustainable Community Strategy



For example, one of the Equality Objectives for the East Yorkshire Clinical Commissioning Group (CCG) is to 'Improve Access and Information on Services and Wellbeing through Primary Health Care and Community Services for Migrant Communities and Men' and outlines specific related actions in their Equality and Diversity plan 2013-17.²⁸

There are many smaller-scale possibilities, such as focusing on migrant service users at a team meeting or away day, or having a section about migrants within induction packs or induction training. There is evidence of some promising local practice that could also be shared. The IUN *public services survey* in the North of England in 2012 showed that a third of our respondents' workplaces have explicitly considered migrant service users in their strategies and plans, and almost a fifth said that migrant service users were involved in the design and planning of their services. *Figure viii* provides a case study from Leeds where migrants are trained in key messages about particular services, to then disseminate these messages to their communities.

²⁷ One useful resource from health discusses migration statistics and more generally discusses how to include migrants in a JSNA. It contains examples from across the North of England. N Rose et al (2011) *Including migrant populations in Joint Strategic Needs Assessment: a guide*. North East Public Health Observatory. www.nepho.org.uk/publications/878

²⁸ East Riding of Yorkshire CCG, *Equality and Diversity* www.eastridingofyorkshireccg.nhs.uk/publications/equality-and-diversity

Figure vii: Case Study - The Migrant Access Project, Leeds

Background

The Migrant Access Project (MAP) was designed to help reduce pressures on statutory services where migration and new arrivals into Leeds has impacted the most, and help new arrivals settle into Leeds. Through capacity building of individuals from different migrant communities, Leeds City Council has established a programme for learning and sharing key messages to migrant communities on how to access existing services appropriately.

The project commenced in 2010 initially funded by the Migration Impacts Fund then council-wide funding enabled this project to become mainstream. The project sits in Adult Social Care.

Migrant Community Network (MCN) Volunteers Training Programme

In the last 3 years, a Migrant Community Network (MCN) training programme in key messages on basic services has been developed and delivered to volunteers from numerous different migrant backgrounds. The six service areas identified by Leeds are: housing, employment, education, financial inclusion, adult and children's social care, and health. The MAP also developed a Migrant Community Network Volunteers Workbook to complement their training.

The volunteers are key people from diverse communities recruited to attend the training sessions and then be able to spread key messages back to communities in relevant settings and languages. In addition, they encourage communities to seek relevant support and advice by accessing services. This also helps different public sector partners build links to new and emerging communities across the city.

The training programme has seen four successful cohorts of over 60 volunteers trained from more than 25 community backgrounds who collectively speak over 30 languages. The MCNs are recruited with the help of the third sector. MCNs are paid travel expenses for attending each session. Support is also given to MCNs to help them deliver information sessions and to help them to sustain their ideas. At the end of each cohort, volunteers receive a certificate of attendance at a celebration event.

Source: Leeds City Council

***'I did not know
parents have
the right to talk
to teachers if
there is a
problem at
home'
- MCN
Volunteer***

***'Now I know
how to help my
community
when they need
information'
- MCN
Volunteer***

***'Now I know
how to bid for a
property if I
think I need it'
- MCN
Volunteer***

Support on implementing the Equality Duty

Sources of support in relation to the Equality Duty and in identifying and addressing discrimination against migrants should be available within your own organisation. Equality teams, advice centres and libraries are key resources. In addition, there are a number of good resources online:

Migrants and Equality & Diversity²⁹

A short briefing from the Integration up North project aimed at local authorities. It looks specifically at how local authorities can include migration within their approaches to equality and diversity, providing a 'dos and don'ts' checklist as well as examples of good practice in the UK and in Europe.

The Equality and Human Rights Commission³⁰

A key starting point in relation to the Equality Duty. Among a range of resources, it gives guidance on the duty (although they do not discuss migrants specifically).³¹ It also provides an Equality Advisory Support Service.³²

Who's Still Missing?³³

Research from the Equality and Diversity Forum that explores how public authorities can most effectively use the Equality Duty to address the needs of refugee and migrant communities.

Further sources of information on equalities include

- The government site on equality³⁴
- Dataset links on equality and diversity³⁵
- 'What do I need to know? A quick start guide for public sector organisations'³⁶ is a good overview that refutes some common misunderstandings
- *Race Equality Teaching* is a practitioner's journal to race equality in education which has had a special issue on the Equality Act³⁷
- Migration statistics are addressed in *Who are the migrants in my area?* Guidance booklet #2, and service level approaches are covered in *Migrant-friendly services*, Guidance booklet #5.³⁸

²⁹ Migration Work (2015) *Migrants and Equality & Diversity*. Briefing No.2 for the Integration up North project. www.migrationyorkshire.org.uk/?page=publications#IUNbriefingpapers

³⁰ The Equality and Human Rights Commission www.equalityhumanrights.com

³¹ Equality and Human Rights Commission (2012) (3rd ed.) *The essential guide to the public sector equality duty: England* (and non-devolved public authorities in Scotland and Wales) www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/guidance-on-the-equality-duty/

Equality and Human Rights Commission (2013) *Technical Guidance on the Public Sector Equality Duty: England* www.equalityhumanrights.com/legal-and-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/

³² *Equality Advisory Support Service* www.equalityadvisoryservice.com/

³³ P McCarvill (2011) *Who's Still Missing? Refugees, migrants and the equality agenda*. Equality and Diversity Forum www.edf.org.uk/blog/wp-content/uploads/2011/07/EDF-Report_Whos-Still-Missing_May-2011_Web_2.pdf

³⁴ *Equality: Policy* www.gov.uk/government/policies/equality

³⁵ Data for Neighbourhoods and Regeneration, *Ethnicity and Diversity* www.data4nr.net/resources/diversity

³⁶ Government Equalities Office (2011) *Equality Act 2010: Public Sector Equality Duty. What do I need to know? A quick start guide for public sector organisations*. www.gov.uk/government/publications/public-sector-quick-start-guide-to-the-public-sector-equality-duty

³⁷ Although it requires a subscription to access. The Spring 2012 edition was devoted to the Equality Act. See: <https://ioepress.co.uk/journals/race-equality-teaching/>

³⁸ Both available at: Integration up North (2015) *Introduction to Migration* series www.migrationyorkshire.org.uk/introductiontomigration-iun



Why does migration matter?

Summary of key messages

- 1. Changes in the local community and public sector duties mean that migration is relevant to all statutory services. Migrants should be included along with other local residents as the intended recipients of mainstream services.**
- 2. The Public Sector Equality Duty means that public services have a legal duty towards migrants. Public services must not commit direct or indirect discrimination against migrants; this could be treated as racial discrimination. Other key duties such as safeguarding also apply directly to migrants.**
- 3. The various terms used to describe migrants must be used accurately. Some uses are misleading and can have a range of unwanted impacts.**
- 4. The standard way of defining a migrant is based on the length of their stay in a different country. Someone who moves for over a year is considered to be a 'long term international migrant'. Migrants are as diverse as the rest of the population and services may need to be more specific in describing migrant residents and service users.**
- 5. Services may find it more practical to focus on recent arrivals rather than all migrants.**
- 6. There are important differences between five migrant groups: EEA nationals, third country nationals, asylum seekers, refugees and undocumented migrants.**
- 7. Public services need to specifically consider third country nationals due to their numbers, potential vulnerabilities caused by isolation and dependency, and their contribution to the community.**
- 8. The government position is that integration is a local responsibility.**
- 9. Senior public service representatives have an important role in influencing the local reception to new arrivals and the degree of successful integration within communities.**
- 10. There is a range of ways in which public services can include migrants in their existing planning processes.**